SOCIAL SCIENCES

EMPLOYMENT SERVICE Review

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Gist of This Issue

IF EVER there was any mystery about the sources and uses of labor market information, this issue of the REVIEW should dispel them. In as plain language as possible, the authors reporting in this issue tell the how, why, and wherefore of the facts labeled labor market information.

Louis Levine of the Washington office identifies four sources of labor market information and names five uses for it. He shows that its use extends to managers, counselors, interviewers, employer relations representatives, and through them to the entire community. (p. 3)

As a U. S. Bureau of the Budget official, David H. Stowe is interested in better management of local USES offices. In plain-spoken language, he cites nearly a dozen instances in which operations may be improved by use of labor market information. (p. 5)

Labor market information does not exist for its own sake. It exists to facilitate all the functions of the USES. Some of the ways in which that is achieved is told in the group of articles dealing with services to veterans, the placement process, community planning, counseling, and occupational analysis and industrial services. (pp. 8–14)

Washington looked at the local LABOR MARKET LETTERS—and found them good. That is the theme of John Saks' review of the local labor market information letters which reached Headquarters. (p. 15)

First-hand accounts of experiences with the LABOR MARKET LETTERS came from Greenville, Miss., Tampa, Fla., Tulsa, Okla., Spartanburg, S. C., New York State, Chicago, Ill., and Madison, Wis. (p. 16)

The many interrelationships between unemployment compensation and labor market data are discussed by a close student of both, Ewan Clague, Director, Bureau of Employment Security, Social Security Board. (p. 20)

Will society's problem be the emotionally upset veteran or the emotionally disturbed civilian? Norman Alexandroff of Columbia College conducted research into the problem. For his findings, see Cover p. 3

A Working Slogan

LIFE IS SERVICE. The one who progresses is the one who gives his fellow beings a little *more*, a little *better*, service. Those words are not original, but they should be the working slogan of every staff member of the United States Employment Service.

A successful hotel operator hung them up in the employment office of his first hotel. Adherence to their meaning built a great, coast-to-coast chain of hotels. They made four walls, a window, and a bed more than a place to sleep. They funneled into each room the integrated service of receptionists, bellboys, maids, cooks, waiters, the girls on the switchboard. The manager saw to it that each department gave a little *more*, a little *better*, service than his competitors. The idea worked. And the handful of people who helped the founder in the first hotel became the executives in the chain. Long before he died his name was symbolic of the service he had created.

Service is the commodity USES has to offer. It does not create workers or jobs; it is the service establishment for applicant and employer. The unemployed worker files his application for a job with the USES. Through the job development campaign we hope to reach a point where all major employers will list job openings with the USES. The service we render each of them will determine our future. Like a hotel where the service is poor—you don't have to go back a second time. But if you like it you'll tell your friends.

As long as the USES continues to operate as a Federal agency, and when it is returned to the States, the service rendered in the local office will still determine the efficiency of the whole. This is why all of us are constantly trying to improve techniques and the quality of service which you, in the local office, can give to your clients—the job applicant and the employer.

While concentrating on new job orders, let us not file away the ones you have and forget them. It might take days and weeks to regain that employer's confidence. It might never be regained.

Don't file away the job application and forget the applicant when he leaves the office. He'll be grateful, and the USES will have made a friend if you bring him into contact with the job he likes and which he is qualified to fill.

Above all, don't refer an unqualified applicant to a job. That will lose us *two* friends—the applicant and the employer. A little extra care in analyzing the applicant's qualifications, and accurate comparison of them with requirements of the job, will pay off—to the worker, the employer, and to you.

—EDWARD L. KEENAN, *Deputy Director, United States Employment Service.*

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AT Press TIME

Sixth OWMR report optimistic—Five Labor Department bureaus get roles in veterans housing program—Standards for on-job training—Trend in household employment—USES activities at a glance.

INDUSTRY IS over the hump in the switch from war to peace and breaking production records. This is the point stressed by President Truman in his comment on the Sixth Report of his No. 1 economic adviser, John W. Snyder, Director of War Mobilization and Reconversion. The President finds the country coming out of the war years "strong and healthy" and looking forward to unparalleled production levels.

The report, the President says, should be required reading for every thinking American and especially for "every skeptic who thinks the stabilization and price control policies are holding recovery back."

Referring to the employment record, the President pointed out that nonagricultural employment is now above the VJ-day level. Unemployment is down to around 3 million which is "lower than any of us thought possible 6 months ago."

More than 9 million persons have received wage increases since VJ-day and this, the President says, is a tribute to management and labor who have composed their differences with "wisdom and dispatch."

The President also urged caution in the days ahead. His statement concluded:

> We must not be complacent about these good signs of progress. We cannot afford to relax for one minute our battle against inflation. Likewise, protracted work stoppages in any one of a number of important fields—for instance, in the coal industry—could seriously delay our progress. Housing, too, is an immediate problem requiring immediate action.
>
> These are critical problems, but they are being faced by a great country that is coming out of its war years as a strong and healthy Nation.

¶ Under an agreement between the U. S. Department of Labor and the National Housing Agency, five units of the Department of Labor will take part in the Veterans Emergency Housing Program, and other divisions will provide special services as the need arises.

The five units and their responsibilities are:

1. *The United States Employment Service*, to recruit workers for building material manufacturers and for construction jobs. All local USES offices have been instructed to assign personnel who will give assistance to Community Housing Committees and specialize in employment problems of the construction industry. These employment office construction specialists will work closely with contractors and the unions in the local communities in their common recruitment effort. They will also supply Community Housing Committees with labor market information.

2. *Conciliation Service*, to help keep friendly relations between workers and employers involved in the program in order to assure a free flow of building materials to housing sites. A Conciliation Service coordinator and special Regional Commissioners of Conciliation have been designated to work closely with the NHA and regional offices.

3. *Apprentice-Training Service*, to help employers and construction unions in setting up and accelerating apprentice training programs for the construction industry. Presently there are 1,117 local trade apprenticeship programs which are expected to provide the skilled workers necessary to carry out the programs. The General Committee on Apprenticeship for the Construction Industry says there should be at least 5,000 such local programs, each relating to a specific craft.

4. *Wage Adjustment Board*, to give attention to cases in the residential construction industry.

5. *Bureau of Labor Statistics*, to provide local and national figures that will show how the program is progressing. Figures and information will include monthly rate of building, workers employed at the building sites, and the off-site employment created by the project in mines, factories, on transportation systems, and in distributors' shops, characteristics of housing being built in over 126 metropolitan areas, variations in the occupational distribution of workers employed, and related matters.

What the emergency construction program will mean to employment was suggested by Secretary of Labor Lewis B. Schwellenbach and National Housing Expediter Wilson W. Wyatt in a joint statement:

The residential building program, the largest since 1920 and five times that of 1945, will offer the largest number of jobs in the history of the home-building industry. To assure that there will be men for the jobs, there is to be a program of active community recruitment and training for workers.

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About 1 million workers will be employed on the building sites, and more than a million in production of builders' supplies at the peak of the 1946 activity, if the program is to achieve its goal for this year of 1,200,000 homes. The same rate of employment must be maintained throughout 1947 to attain that year's goal of 1,500,000 homes.

¶ The World War II veteran taking on-the-job training will have a better chance of obtaining his full rights under a set of minimum standards for job-training establishments approved by Maj. Gen. Graves B. Erskine, USMC, head of the Retraining and Reemployment Administration of the Department of Labor and sent to all State and Territorial approving officers, with a letter urging their adoption.

The proposed code is the work of a special interagency committee called together by General Erskine on March 22, after numerous inquiries from various States had indicated the existence of considerable confusion concerning basic requirements for training war veterans on the job.

The basic code seeks these general objectives:

1. That an enrollee shall be safeguarded against training for a nonexistent occupation.

2. That on-the-job training shall be offered only for jobs that normally require at least 500 hours of training and instructions, although no job-training course should exceed the maximum number of hours normally required for attaining a reasonable competence in the job for which the veteran is training.

3. An employer offering on-the-job training shall guarantee adequate space, equipment, materials, and personnel for instruction related to the job and shall provide a written outline of the work involved and the progress therein which might normally be expected of the trainee.

4. An employer enrolling on-the-job trainees shall pay a veteran trainee at the same rate as a nonveteran employee of equal competence.

¶ A study by the Women's Bureau of the Department of Labor throws new light on the "big shift" of women from traditional household jobs during the war, and what they intend doing now.

For more than 3 years the demand for workers to do war jobs brought housewives from their homes and girls from the schools into a hungry labor market. It also caused millions of women to change their employment, including 400,000 household employees who were attracted by the higher wages and shorter hours—48 compared with 60 and 70 in domestic service.

Bureau representatives, to gage the postwar trend, interviewed about 13,000 of these women employed during 1944–45 in 9 war-industry areas. Over half of them had been employed before the war and of these nearly 10 percent had been in domestic jobs. Most of the women want to follow in peacetime the type of work they learned to do in wartime. The two biggest incentives to this choice were the earnings and the regularity of shorter hours. Some of the workers, however, expressed a preference for household tasks and surroundings. They put their dissatisfaction with war and commercial service jobs this way: "Standing 8 hours a day is too hard"; "No time to relax and smoke a cigarette"; "I save more when I work and sleep in"; "Anything but laundry (commercial) work"; "Want to be a maid in a private home—don't have to work as hard as in a laundry"; "Prefer to be a private-home cook, it's my job"; "Can't stand on cement floors—my feet are killing me"; "Can arrange my own hours when I work privately and can run my home better."

The Women's Bureau is hopeful that some of the wage gains made for household employment during the war can be held. The inverted supply and demand of wartime upped domestic pay considerably, reaching $20 and $25 a week in some areas.

The study also points out that domestic service will gain recruits when it is granted the benefits of social legislation. At present this group of workers is excluded from the Old Age and Survivors Insurance provisions of the Social Security Act. In only one State, New York, are they covered by unemployment compensation and then only if the employer has four or more workers in his house for 15 days in a calendar year. In two States only, California and Ohio, is there compulsory coverage of domestic employees by workmen's compensation, and in Ohio this is true only if the employer has three or more persons working for him.

USES activities at a glance, February 1946

	Number	Change from previous month
Over-all		
Reception contacts	13,933,548	2% decrease
New applications	1,304,309	13% decrease
Referrals	799,359	16% decrease
Placements, Nonagric	358,795	13% decrease
Placements, women	119,401	11% decrease
Placements, handicapped	10,291	5% decrease
Counseling interviews	120,024	12% decrease
UC claims taken by USES	2,236,197	18% decrease
Total employer visits *	111,963	17% increase
All veterans		
New applications	816,734	13% decrease
Local referrals	299,267	14% decrease
Placements, Nonagric	128,829	9% decrease
Placements, disabled	6,520	1% decrease
Counseling interviews	96,408	12% decrease
SRA claims *	2,322,720	14% increase
Directed to other agencies **	212,066	8% decrease

*Percentage excludes New York data which was not available for previous month.
**Excludes Illinois; data not reported.

Labor Market Information For a Better Employment Service

LABOR MARKET information is the "coin of the realm" for the public employment exchange and is therefore an integral part of all employment office activity. A basic requisite to the "good operator" is a thorough understanding of the labor market conditions which constitute the environment in which the employment office must function.

It is important to recognize that labor market information is not the special concern of the local office manager or the labor market analyst. The use of labor market facts extends to interviewers, employment counselors, and employer relations representatives in the local office and through this staff to all groups—workers, employers, business, and civic organizations—in the community concerned with employment problems.

Preparing and Using Labor Market Data

A wide variety of needs can be met by the Employment Service in fulfilling its responsibilities and obligations through the preparation and use of labor market information. This is only possible, however, if we realize that labor market information is not limited to "statistics" or data found in the formal reporting system of the public employment offices. The information derived in the course of interviewing applicants, of taking employer orders, or discussions with training officials is likewise labor market information. The task of the labor market analyst is to tap the employment office records and the staff experience and to provide an orderly system for the assembly and interpretation of labor market information so that it may be used to achieve the basic objectives of a public employment exchange—maximize employment opportunities and facilitate job stability. Effectively used, labor market information is fundamental to the six-point program of the Employment Service.

Labor market information uses by employment office personnel may be classified in the following categories:

1. *Administrative.*—The supervision and appraisal of operating activity. Workload data related to time elements required for specific activities must be assembled and analyzed as a basis for staff assignment, determining budgetary requirements, shifts in operating emphasis, and evaluation of procedures. Effective day-to-day local office supervision is only possible when a thorough knowledge of workload activities and labor market conditions exists on a regular and continuing basis. For example, employer relations and service activities require in the first instance organized information on the industrial composition of the area, size and location of employing establishments, trends of employment and employment opportunities; referrals and placements made with various establishments. At the same time the scheduling of employer service calls must be closely geared to labor market conditions, volume and types of job applicants, etc. The activity must be evaluated through a knowledge of employer visits made and the relationship of referrals and placements to total accessions. Thus, to cite only one segment of employment office activity, administrative use of labor market information is essential.

2. *Working Tools and Reference Materials.*—Labor market information is essential to the employment counselor if the applicant is to be given a sound basis on which to make a vocational choice. Although a large part of the staff need can be met on the basis of local labor market information, knowledge of employment opportunities in other geographic areas and industries not found in the immediate locality is necessary. The exchange of labor market information between local offices is an important element in maintaining a Nation-wide network of public employment offices.

3. *Community Service.*—The dissemination of labor market facts to all groups in the community whose programs and activities have a bearing on the labor market. This use of labor market information is more than a service; it is an obligation on the part of the employment office. The same information which guides the employment office should be available to employers, business and labor organizations, and public agencies. Community employment planning is dependent in a large measure on the availability of labor market information through the employment office. Maximizing employment, dovetailing of employment, reduction of labor turn-over, relaxation of rigid hiring specifications, and many similar considerations are affected by the extent to which the employer knows what is going on in the labor market. Labor market information in itself will not change the labor market any more than weather information changes the weather. Nevertheless, such information is necessary to employment planning and community action on changing labor market conditions. The employment office should be recognized locally for labor market information as is the weather bureau for weather information.

4. *Policy and Program Formulation.*—The fixing of objectives and goals and their modification cannot be based on singular experiences or unique occurrences and problems. Labor market information, which sums up experience currently and over a period of time, is a cornerstone in the development of policies and programs for the future guidance of employment office activities.

5. *Public Accounting.*—The public employment service must account for its stewardship to the legislative and executive branches of Government and to the taxpayers. The expenditure of public money must be justified through evidence of the services rendered. Labor market information is one of the important elements entering into budget determinations.

Facts which can be put to so wide a variety of uses must of necessity originate beyond the local employment office activity. And, indeed that is the case. For, labor market information does not come out ready-made from the adding machine. Its sources are as varied as its uses and fall into four principal groups:

a. First, are those data and studies prepared by Government and private agencies which describe the basic economic characteristics of the labor market. In this category fall facts about the population, labor force, and employment statistics avail-

able in considerable detail for some base period, as well as the material describing the area's basic industrial composition.

b. To these basic data is to be added the information resulting from our collection of information as a part of the employer relation activities. Here we find a wealth of material on past and anticipated employment trends, by individual establishment, sex, and color. Valuable information on accessions, separations, including lay-offs, operating hours, entry wage rates for labor and other facts are obtained. But equally important are the accompanying comments which frequently tell about in-plant training programs for veterans, sources of labor and which give us a clue to employment problems not elsewhere to be found. All of the information when coupled with the day-to-day job openings information gathered by local USES personnel, provides the raw materials for describing the quantity composition, and timing of demands.

c. The next important resource originates with community organizations, schools, unions, and private research organizations. These materials can supplement such employment data as are obtained on our ES–270 schedules. They may add to the concreteness of our own knowledge of occupational characteristics of demand. They may give us the necessary data as to the quantity and kinds of unemployment compensation claimants. They may describe wage and working conditions. They give us information of importance relating to employment of veterans. Finally, they may deal with the working environment in the labor market—housing, transportation, training facilities—which may impede or aid maximizing employment and job stability. If the area is one of surplus labor supply, these sources may help to describe the occupational characteristics of the surplus workers.

Each Day's Work a Source of Facts

d. But the single most important source—and one frequently overlooked—consists of those materials not obtained on formal reports but arising out of the day-to-day operating experiences of every member of the local USES office staffs. These may be facts about the supply of workers available obtained from the interviewers' knowledge; or an analysis of applicant and unemployment compensation claimants records. Our operating data and reports can reveal the extent to which Employment Service activities aided employers in obtaining workers, in improving personnel practices, or in accomplishing the many positive things that lead to sound employment practices. They can and should reveal, also, what steps have to be or have been taken to adapt and readapt the supply to the demand.

Given this combination of excellent informational resources, the preparation of labor market analyses involves the bringing together of different kinds of facts and studying their relationships. This "bringing together" process must be in such a fashion as to obtain the most concise and accurate picture of several things: of the trend of employment; of the relationship between demand and supply factors; and of the effects of hiring practices and specifications and the influence of community housing, transportation facilities, to mention only a few

For purposes of local office operation it does not matter whether or not this integration of information is done as a formal report. The important matter is that local office managers recognize the existence of these informational resources, and the value in going through the process of relating each to the other in accordance with some logical and systematic procedure.

How do these reports come about? The local office manager cannot create them. He cannot will or wish them into being. It is necessary to sit down and consider with the office staff a few hard facts: What do we need in order to prepare these reports? What do we have at hand? Where can we get the remaining information needed? What do all of these resources reveal, when analyzed, in terms of where we have been, where are we currently, and where are we going?

In small labor market areas, the need for regular formal analyses may not be pressing. In such cases, however, the local office manager, must nevertheless digest the same materials in more or less formal fashion, and put these digests to work.

We now return to a more detailed examination of how the intelligent use of labor market information can help in the operation of a labor exchange that serves the needs of the local labor market. An employment office does not operate in a vacuum.

In our enthusiasm to serve the community in which the local office is located, let us not overlook our responsibility as a labor exchange in servicing all workers, employers, and other community groups in the complete labor market area. If we do not, we are foreshortening our perspective. But even more important, we shall be reducing the quantity and quality of our activities.

Clues on Labor Needs

Fundamentally, then, labor market analyses furnish the initial set of facts from which intelligent local office operations can move.

From these labor market analyses, managers and their staffs get clues as to whether the community will have surpluses of workers, or whether new recruitment drives will be needed. The existence of surplus workers gives you a clue as to applicant load expectations. If the surpluses reach disastrous levels, you may be called upon to work with the entire community on developing new job opportunities or to attract industries or otherwise achieve fuller employment. If the component parts add up to a shortage of workers, it will be necessary to plan for special recruitment efforts, for special training plans, and for transferring workers to the area.

The information also indicates which establishments will expand employment and which will contract; which occupations are in great demand and which are not; and how employer order specifications will affect employment of women, youth, and minority groups.

Labor market analyses will furnish alert USES offices with clues as to which parts of the six-point program will have to be emphasized. These may range from emphasis on the use of occupational analysis tools to increased emphasis on securing job opportunities for veterans; or they may lead to increased participation in publicity and in community planning projects. Labor market analyses may furnish valuable insights into the extent to which wage rate factors will affect the ability of the employment office to meet employers' forecasted requirements for workers. They point out, as well, the extent to which the community facilities of the working environment are inadequate in view of the forecasted labor market situation.

Labor market reports also enable each office to look back on its operations, and to secure from them guides as to the quality of performance in view of the forecasted labor market situations. The ES–209 and ES–212 Reports contain data which are clues as to the character of the performance of each office in directing workers to job opportunities in accordance with the labor market situation outlined. These are, of course, coupled with more intensive special analyses by the manager himself, or by supervisors in collaboration with staff assistance. The new ES–209A Report provides a diagnosis and evaluation of operations in relation to the local labor market picture; and how the local office has functioned to establish the six-point program in operation in your community.

One other set of uses of labor market analyses has to be noted. USES offices in all parts of the country need a large body of facts for a composite picture of labor market conditions (particularly employment and unemployment) on State, regional, and national bases. Such information facilitates the efforts of

the Employment Service in connection with our program of interoffice placement of workers. It makes possible, also, joint planning to meet State-wide, regional, and national employment maladjustments.

To summarize these uses, each manager might ask himself as to his ability to meet certain problems if he faced them without the help which labor market information can provide. How, for example, answer questions as to the size and composition of your supply? What is the amount, composition, and timing of employer demands? How to determine what staff assistance is needed for help in all kinds of personnel management techniques for small and medium-sized employers?

The uses of labor market information by the press, by radio stations, and by other public and private groups outside of the Employment Service have an importance which no local office manager can ignore. And in servicing these groups, we may say that the USES does not seek to compete with private "advisory" services which send out monthly letters and "dope sheets."

The Employment Service today has complete and reliable labor market information available on a labor market area basis for public release. Accordingly, it is our public responsibility to make such resources available to the press; to radio stations; to all employers, unions, schools, planning agencies and other groups within the community and the labor market; as well as to the Government and private groups located elsewhere.

Other examples of uses can be given. Many large firms of national importance route their salesmen, and determine their advertising campaigns, in part, on the basis of labor market considerations revealed by our reports. Increasing numbers of firms are investigating our reports and analyses for information to serve as guides in the selection of locations for new factory facilities.

We are just at the beginning stage in our use of labor market information. We must continue to improve our reports and analyses and we must continue to perfect and expand the use to which they are put. The time is near when these reports may provide valuable material to be included in the preparation of manpower budgets for maximum employment. The time will probably come when Government will take the position that, any program of expenditures of public funds designed to alleviate or reduce unemployment, should be guided, in part, by labor market reports and information.

In war, in peacetime, in periods of high level employment, or in periods of depression—labor market information is an essential tool in solving employment problems and in planning for your local community, for your labor market area, and for the entire national economy.—LOUIS LEVINE, *Chief, Reports and Analysis Division.*

"IS YOUR LOCAL OFFICE FLYING BLIND?"

The Manager's G–2

By DAVID H. STOWE

Chief Budget Examiner
Bureau of the Budget
Executive Office of the President

WE IN THE Bureau of the Budget are concerned with the continuing improvement of the management of departmental and field units of Federal agencies. That is why we have a keen interest in the administration and management of local USES offices. Observations by U. S. Budget Bureau staff members in the field indicate clearly that intelligent use of labor market information is of paramount importance in that task and at the same time will greatly increase the usefulness of the Employment Service to the community.

No commander worthy of his rank would direct any military operation without first studying the reports from the G–2, his intelligence service. From these reports he can see the situation as it is developing and he can plan his own operation with foresight.

In just the same way no successful local office manager can begin the week's work without first studying and analyzing the local labor market information which affects the area which he serves.

Since other articles in this issue of the EMPLOYMENT SERVICE REVIEW deal with the many varied uses of labor market information, this article will concern itself primarily with labor market information as a tool for better local office management.

First, let us agree that labor market information goes much further than a compilation of figures.

Rows and columns of figures do not constitute labor market information; and the person who merely adds or compiles these figures does not fulfill his function as an analyst if he takes the attitude: "Well, here are those figures. Send them off to the State office . . . or to Washington!"

In the past, some managers, State, and even Federal officials have scorned these rows of figures, these grim-looking statistical tables, and have looked upon their compilation as a chore to be done "because somebody else wanted them." If these statistics are regarded merely as historical or archival in purpose—perhaps they deserve some of that scorn.

But today, forward looking administrators in the USES look to statistics and the wealth of other data which make up our total labor market information as the intelligence data on which to (1) develop a plan of operation, (2) to schedule activities, (3) to assign work and delegate responsibility, (4) to train staff and, finally, (5) to evaluate the work of the entire organization.

During the past months, several Bureau of the Budget staff members have visited local USES offices and have witnessed intelligent uses of labor market information in improving operations. What follows constitute only a few examples of such intelligent use.

In one local office, after observing on the ES–209 REPORT that many women were being reported as new applicants, the manager reviewed his operations and learned that interviewers were spending considerable time in registering all women applicants. Each woman who came into the office was given a complete personal interview, and all details about her and her work experience were carefully recorded.

Some managers with the traditional scorn for "statistics" would have dismissed this as merely another fact. But the management-wise USES manager immediately asked: "How many openings are we getting, or developing, for women?" Here the manager's G–2, labor market analysis, went into action again. Facts on the town's industries and studies of the opportunities for women indicated that job orders for women in that community (with its heavy industry) would not equal the number of female applicants. Hence good management called for a careful screening of women applicants, and a halt of detailed and time-consuming registrations for those not potentially referrable, at least until new sources of employment for women were developed. To do otherwise would mean moving cards into files rather than moving workers into jobs.

A second management-wise local office manager was confronted with this situation:

In reviewing progress with particular employers, the manager observed that placements in one big concern in the area were falling off; and the interviewers promptly explained that the reasons for the drop were "low wages." Ordinarily, this information would be subject to a "file and forget" procedure. But to the manager in question it served as a starting point for action: An analysis of ES–270 information showed that the plant had a high accession rate, obviously from other sources than the Employment Service. The manager then asked, "What exactly are the wages at the plant to which the local office was refering so many workers without placing them? How do those wages compare with others in the area? Were there any compensating benefits at that plant?"

All the Facts Helped

The answers to these questions were available from previous labor market studies based on field visitors' reports. And these answers were: That although the wages were lower than some other factories, the plant maintained low-cost cafeterias, there was provision for sick leave, special sick benefits for workers, and recreational facilities unmatched in that part of the country. With this added information, interviewers were able to make substantial progress in sharing in the placements of this establishment.

Another illustration of improved management growing out of use of labor market information comes from a southern city. During the war, the entire office was geared to serving a major war industry in that town. This pattern of action continued over into peacetime; interviewers came to believe that the former war industry was the only source of employment. Only when labor market analysis revealed that the industrial employers were fast declining as a source of employment and that the southern city's *growing* industry was really the service and tourist trades, did the local office switch its emphasis.

A glance at the ES–209 REPORT will frequently reveal flaws in management which are easily corrected. One local office ES–209 REPORT showed that the ratio of reinterviews to new applicants was unusually high. "Why were so many reinterviews taking place?" asked the manager. A check showed that although

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For Planning Local Office Operations . . .

THE COLUMBIA, S. C., local office of the United States Employment Service uses the labor market information available to it in many ways—not the least of which are in planning and projecting local office operations.

The Public Relations and Job Developments Departments of the local office study the labor market information carefully and plan their programs according to this information. When it is evident that a surplus of workers is developing in some employment field, efforts are made to develop jobs for them by calling on employers who are likely to have openings in which the workers that constitute the surplus can be used. When there develops need for a certain type of scarce worker in the area, efforts are made to find workers to fill the openings.

Within the local office, labor market information is used in the assignment of personnel to the various departments. As veterans have become available to the labor market, more and more personnel has been assigned to the veterans' service department. When claims began to increase and the labor market showed an increase in unemployment, more persons were assigned to that department. The necessity for a more active employer relations department was revealed by the increase in the number of active applications in our files.

Labor market information is indispensable to the counselor in the counseling of persons who have to make a vocational choice for the first time as well as in the counseling of those who have had to make a change in their occupations. Current labor market information forms the basis of advice given to persons who are going to enter the labor market at once. In the case of those who are not immediately available for employment but who will be able to work after the completion of a training course, labor market information constitutes the basis for vocational guidance. Often it is necessary for the counselor to predict what the labor market will be in connection with some specific profession at some particular date in the future. In such cases, present and past labor market information constitutes the principal factor in this forecast.—CARLISLE REED, *Senior Interviewer, USES, Columbia, S. C.*

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the office was a busy one, the receptionist was referring applicants for as many reinterviews as they asked for. Here was a problem which called for training the receptionist. Interviewers also had to be made aware that reinterviews other than for referral purposes should be kept to a minimum at a time when new applicants are seeking registration and orders were going unfilled.

Nearly every item on the ES–209 REPORT may be studied to see what it tells about the quality of local office operations:

Is the number of *different* employers visited too small in relation to the *total* employer visits? If so, instructions must be given to develop new employer contacts: Careful analysis of employment and employment trends in all important establishments in the area will point the way in which these promotional activities should be directed.

Or, glance at the figures showing the number of people being tested. Is it too large or too small in relation to the need of employer and the applicant? Is the local office testing for testing's sake or is this activity leading to good placements or good occupational choices?

Find Out Why

An office is actually flying blind if, for example, it merely accepts the fact that orders are being canceled without finding out why. Here again, labor market information must be put to use. One manager who was confronted with 200 canceled orders in 1 week did not merely say, "That is too bad." He asked *why*. He obtained all the information he could on the nature of the workers referred to the plant which had canceled the orders; he called for facts about the plant itself and about the occupations in that plant. He discovered that up to that time the USES had referred workers to the plant who were not suited to the occupations in the plant; and the employers had decided to recruit their workers through other sources. Here was a danger signal, warning of a complete collapse of relations between the local office and the plants which had canceled them.

Labor market analysis covering what goes on not only in the USES office but also in plants, and in the entire community can contribute to better management.

For example, in one city an industrial composition study showed more than half of the employment was in electrical appliance manufacturing. At the same time, however, more than 80 percent of USES referrals and placements in that city were for retail establishments. Obviously, that local office was not serving the community's needs. We cannot be satisfied with just any kinds of placements. Placements which meet the needs of the community's primary industries have greater value to the town and underscore the USES service to the community.

A good G–2 staff tells its commander not only what the enemy is doing, but what it is capable of doing. Hence, labor market analysis must provide the manager with advance information on the changing trends of the community's employment. Such information could alert the entire office to the fact, for example, that shipbuilding in a former busy war center is declining as a source of employment and that, say, department store employment is rising.

The manager's G–2 must know the total volume of the labor market area's accessions, compare them with the USES placements, study the reasons for discrepancies, and with the help of his staff determine necessary remedial action. He must know the area's population and characteristics. An area having a large Negro population should necessarily have a correspondingly high ratio of nonwhite placements; while an area with a preponderately white poulation should show a proportionately large number of white placements. Any discrepancy is a danger signal to the manager that the needs of the various groups are not being adequately met.

The labor market analyst, or other staff member to whom the manager assigns responsibility, must have responsibility to organize labor market information in simple, usable fashion so that he can bring to the local office manager high lights and items of major significance, presented in the most graphic manner. This material could be used as the basis for interchange of information in staff meetings. It cannot be stressed too strongly that all the available data must be brought together in a form for ready administrative use. Trend charts and terse analytical discussions of the data make the material a real management tool. The job of G–2 is no routine function.

There Must Be a System

It is now possible to sum up these specific illustrations with two general statements.

First, good managers will develop a workable method for getting a systematic, usable, and frequent presentation of labor market facts. These facts will come partly from formal reports; partly from the bringing together of day-to-day operating statistics; and partly from a study of the economic and social conditions and trends of the community.

Second, the analysis of the facts drawn from the labor market statistics should be given a definite place in operational planning . . . that is, they should be put to work for the improvement of the local office service and for more comprehensive service to the entire community.

NEXT MONTH

"THIS IS MY JOB IN THE USES"

The individual worker tells his story of service

For Better Veterans' Jobs

By **TERRY PRATER**

Veterans Employment Representative for Idaho

THERE IS NO one group of applicants at local U. S. Employment Service offices more in need of authentic labor market information than returning veterans. The longer they have been in service and out of the civilian labor market, the greater this need becomes. At separation centers, these men were told to go to their local USES office for job information. Veterans calling at local offices in Idaho prove that well over half of them are following that counsel.

This has placed a grave responsibility on local offices, but with the greatly expanded opportunity for interchange and release of labor market information since the end of the war, it is a challenge we in Idaho are meeting successfully.

We consider that labor market information is one of the basic tools of the veterans' employment program. Without such information, the counseling talk would be a waste of time for veteran and interviewer.

No discussion of a job with a veteran or any other applicant goes very far without a question as to wages, hours, working conditions, chances for advancement, transportation, housing or any of the many and varied other subjects which we think of under the general heading of labor market information. In Idaho, this information comes from many sources. In fact, one of the characteristics of a good labor market information program, regardless of its ultimate use, is its ability to utilize and coordinate information from any source. Using USES reports as a broad foundation, supplementary sources of information such as newspapers and reports of other governmental agencies have been found invaluable, not only in the placement of veterans but also in the development of jobs for veterans.

For example: Recently, we noted a newspaper report of a meeting of the State Horticultural Association at which it was recommended that State laws be amended to permit shipment of cull apples out of the State so that they might be used in the manufacture of pectin. The reason for this recommendation was that no plants of this type existed within the State. We called the State Chamber of Commerce and by using recent figures from local USES offices and the Unemployment Compensation Division on unemployed veterans as a basis, we suggested that perhaps here was an opportunity for private industry in Idaho to establish such plants and thus provide more jobs for Idaho veterans. The suggestion was well received and was passed along by the State Chamber to industries in the field and to the Research Division of the Agricultural Department, University of Idaho.

This type of advisory service on labor supply is often given by USES offices in Idaho and while new job opportunities do not always result, we know that the general employment situation has benefited thereby. To assist local office personnel and local veterans service committees, we recently secured information from Selective Service and county by county compiled figures on the number of veterans who had been discharged, the number who would remain in service, and the number who would return in the next 6 months. While some of these figures were estimates, they did serve as a sound basis for planning in each community to meet the problem of increasing job opportunities. Educational institutions, training schools, and community housing committees were also alerted by these figures to a realistic grasp of the problems presented by returning veterans.

Unless labor market information is used every day as an integral part of the employment counseling program, placement process, and the employer relations program, local offices will not be giving the veteran or his employer the service they are entitled to receive. We believe these reports are constantly improving and becoming more valuable to veterans employment representatives in local offices.

We think that the INDUSTRY SERIES could well be expanded to include at, say 6-month intervals, a forecast of the future employment possibilities and chances for advancement within the industry. And, to avoid searching page after page to find the industries with the best prospects, an index of industry classification in the order of their possibilities would prove especially helpful.

In addition to the regular USES reports from local, State, regional, and headquarters offices, we have in Idaho supplemented them with several other devices which may prove of interest. One of these is a volume entitled LOCAL OFFICE BRIEFS, which describes the general characteristics of the labor market and industrial development in each local office area. The principal industries are given, along with wage rates, hours, and working conditions. Employment and housing prospects are also included, with a brief description of community recreational and educational facilities. It is planned to revise these once a year to keep up with the progress of the area. This volume sets forth general information for the applicant or industry who is interested in a new locality. We know that some other States have prepared similar briefs; we are looking forward to the day when every local

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VETERANS ARE on the move! For health and other reasons, many veterans desire to make a change of residence. Through labor market reports the local office is in a position to give him authentic information on employment opportunities in other localities, thus saving him from fruitless migration to another area.—JAMES A. TADLOCK, *Veterans Employment Representative for New Mexico.*

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office in the Nation will have a set covering all other local offices. We realize that this would probably mean at least 3,000 pages, but if the possibilities of micro-film are considered, the project appears feasible.

Another way in which we circulate labor market information in Idaho is through a weekly State labor demand chart listing hard-to-fill jobs by local office, occupational title, wages, hours, union requirements, housing, and transportation. Accompanying this is a weekly list of available applicants, describing age, marital status, occupational status, acceptable starting pay, etc. Response to these lists by local offices is by telegraph. These lists have not achieved the success that we hoped for when they were started, principally because the housing shortage in most Idaho communities has definitely curtailed movement of workers to new localities. However, once the housing shortages are solved, we believe that labor demand and available applicant lists will be a necessary and useful part of the labor market information program, if the Employment Service is to be more than a local or county employment service.

At the present time (March), veteran unemployment in Idaho is about 4,500, or about 2 percent of the State's average working force. This is about 12 percent of the number of Idaho veterans who have returned from service. These percentages are not large, but no local USES office in Idaho is satisfied with 85 or 90 percent employment for the veterans of our wars. Full employment for all who wish to work is the goal of all VES and USES personnel in Idaho and we are making substantial progress toward that goal. There would be little, if any, progress toward that goal if we did not utilize the complete facilities of our labor market information program.

The authenticity of labor market information depends entirely on the accuracy and care exercised in preparation and evaluation of reports, beginning on the local office level and carrying through to Washington. We have often heard the opinion expressed, particularly during the heavy traffic of the past months since VJ-day, that the sheer volume of reports is an intolerable burden on local offices. Nothing could be more fallacious. Without the fund of local labor market information contained in ES–270, ES–209, ES–212, ES–209A, ES–274, and ES–273 REPORTS, no USES office in the Nation would be worthy of the name. To give a real employment service to veteran applicants and to their employers, a knowledge of labor market conditions is essential. And this essential knowledge must be founded on an authentic labor market information program.

THE SIX-POINT PROGRAM AND LABOR MARKET ANALYSES—II

For Better Placement Service

. . . *By* HELEN KOCHER

Regional Placement Specialist
Region XII

ALTHOUGH PLANNED use of organized labor market information is a development of recent years, there is little that is new in relation to its use in the placement process. Labor market information has expanded—has been given recognition. There is some new terminology. But a placement interviewer of 1936 or 1940 was governed by labor market information even as in 1946. He may not have talked about employment trends or "labor supply" and "labor demand," but he combed the application file "to get ready for seasonal hiring at the XYZ Company"; he recognized that his job became more difficult when the workers registering at the office did not have the occupational skills demanded by current orders, and when he was soliciting job orders, he gave employers information concerning kind and quantity of applicants available.

What are the sources of the placement officer's information on the labor market? We know that nationally an organized body of information is available through THE LABOR MARKET and through the LABOR MARKET INFORMATION SERIES, BASIC STATEMENTS and SUPPLEMENTS. For information affecting the local market, the interviewer's sources of information are more varied. Data on kind and quantity of labor supply are available through study of the application files and observation of current intake. Through the ES–270 REPORTS, significant information on employment and employment trends is obtained. The LABOR MARKET DEVELOPMENTS REPORTS summarize pertinent information on an area basis. The daily newspaper or radio comments frequently furnish pertinent information relative to new business developments and construction contracts.

For most larger cities, a wealth of pamphlet material published by State or community groups is also available on such subjects as housing, employment and pay rolls in basic industries, and population. Local Employment Security agencies furnish data on employment by industry and characteristics of the unemployed group as represented by claimants. In spite of the fact that in many States much of the pertinent information available from these various sources is summarized and issued in easily accessible form, it is evident that no interviewer can assimilate and use all of the available information. But no placement officer today can perform his job adequately without a thorough knowledge of kind and quantity of labor supply available and size and nature of labor demand. He must have specific information on these points covering his own community and general information for the Nation as a whole. He is con-

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cerned not only with the current situation with respect to supply and demand, but he also must be aware of the future as projected in employment trends.

Planning and carrying forward order-developing activities provides a good example of the use of labor supply and demand information. Before such activities can be given direction, analysis must be made of the labor supply as compared with demand. Assume that these two factors roughly match, although the application files in the office are growing and employer needs for labor are not being satisfied. The job of the employment office is clearly indicated—an intensive campaign to develop orders so that qualified workers can be channeled to suitable jobs.

On the other hand, assume that a comparison of supply with potential demand shows that the maximum number of job orders which could be developed cannot begin to absorb the excess of supply which is developing. Any one or a combination of activities might then be indicated. Perhaps the problem can be brought before a community group who may be effective in bringing in new business, which will use the excess supply available. Or, it may be that intensive efforts should be directed toward diverting supply to other areas. Possibly some industries can be encouraged to go forward with contemplated expansion in view of the labor supply immediately available.

For further illustration, assume that the analysis shows that the kind of labor supply available does not match the kind of job orders which can be developed. Should an attempt be made to stimulate development of training programs? Is an effort to break down restrictive hiring requirements indicated? Would an industrial survey show a possible realignment of job duties to permit use of the available supply? These and other questions can be answered only after analysis of supply and demand.

Labor market information provides the basis for advance planning of local office activities, and knowledge of the local labor market also influences the way in which these various activities are performed. For illustration, take a look at the process of selection.

Barnett Moves Into Top Personnel Job

DURING APRIL, Robert M. Barnett began his new duties as Director of Personnel in the Department of Labor. He is continuing, however, to assist the USES on budget matters until passage of the 1947 appropriation legislation. While sorry to lose his undivided attention, USES staff are proud of the recognition this appointment gives to Mr. Barnett's outstanding contribution in the personnel field. We are confident that the Department as a whole will benefit, as has the USES, from Mr. Barnett's deep concern for the promotion of sound human relationships, and his ability to translate his philosophy of personnel management into an effective reality.

Interviewers have long struggled with the problem of just how to make full use of both current intake and application files in selection, and provide equitable treatment for applicants and employers. The problem has been complicated by such factors as heavy load of applicants and orders and restrictive time limits for filling orders.

On the basis of his knowledge of supply and demand, the interviewer is able to use both file and intake sources simultaneously, achieve maximum speed in filling orders, and at the same time give full service to all applicants and employers. On receipt of an order, the interviewer may make one of several possible decisions based on his full knowledge of the community:

1. The order is for a skilled occupation or one not commonly found in the community and immediate search of the files is indicated.
2. The order is for a commonly found occupation and can probably be filled promptly from current intake. Since occupations commonly found among applicants are normally those for which there is a continuous plan of orders, this handling works no hardship on applicants.
3. The order is for a large number of applicants and simultaneous search of files and use of current intake is indicated.
4. The time limit for filling the order prohibits search of files and current intake must be used after the employer has been informed of the limitations imposed by such time limits. Thus, the interviewer, because of his understanding of the labor market, finds a common-sense approach to the solution of the problem of current intake versus application files.

Basic to All Activities

All of the major activities within the employment office are influenced at some time and to some extent by information on the labor market. Interarea transfer of workers is closely controlled by such information as answers are sought to the questions: Is outside recruitment necessary? Where is the best source for such workers?

Questions also arise regarding referrals. Shall this applicant be offered opportunity for referral to this job or will there be an opening next week, or next month, which will use his skills to better advantage? The decision must be supported by knowledge of employment trends. What information can be given to the transient veteran who likes the look of the town and thinks he will stay? What information is basic to employment counseling? These needs all demonstrate that the interviewer's use of knowledge of the labor market is a daily, continuing process.

Planning, too, must be based on labor market information. Indeed, the organization and staffing pattern of the employment office must constantly be adjusted to needs shown by labor market information. For the employment office is an integral part of this exchange called the labor market, this complicated machinery by which workers find jobs and employers secure workers.

Town and Job Planning

. . *By* JOHN WATT
Chief, Information Service
USES for Michigan

LABOR MARKET information, the backbone of employment planning, is being issued from some 30 United States Employment Service local offices in Michigan. By means of monthly bulletins, by job index surveys, several of which are being made simultaneously in Michigan, this type of information is being used in increasingly significant degree.

The story of how Kalamazoo used labor market information, developed in the course of a job survey, to plan a community-wide employment program deserves special notice.

The Kalamazoo job index survey was the first to be undertaken in the State as a means of determining what jobs might be available when all of Michigan's 625,000 veterans have returned to their homes. It was made by a large portion of the Kalamazoo local office staff, of which L. H. Glendening is manager.

With its primary aim a listing of every job in the Kalamazoo labor market area, in order to fit veterans to jobs and jobs to veterans, the survey embraced 90 percent of the manufacturing employers and 65 percent of the nonmanufacturing employers. For the rest, including retail stores, professional, and related services, we made our calculations from information supplied by the Kalamazoo Chamber of Commerce.

The Spirit of Survey

A list of job titles in every plant, the skills required to fill each job, and the employment figures, current and projected to July 1947, whether for expansion or reconversion, were recorded. The underlying purpose was to have all the job information on file, so that the skills and aptitudes of veterans, already listed, might be matched against it, and jobs developed for them. Should there be no immediate opening, on this basis, the applicant's capacities might be matched against the requirements of a special job, and when a vacancy occurred in that classification the veteran might be referred with the assurance that he could do the work if hired.

This was the spirit in which the survey was undertaken and completed.

Based upon the question "What does this survey mean to Kalamazoo?", the local office turned up these facts:

That employment in the Kalamazoo labor market area (normally 26,224) would be increased to an anticipated 34,230 in a year's time (an increase of 31 percent,) with a 43 percent increase noted in manufecturing employment. Manufacturing employment increased by 2,600, or 18 percent between 1940 and 1945, and nonmanufacturing employment decreased by 8 percent in the same period.

Thus the trend toward greater manufacturing activity (and employment) in the community pointed the way toward estimating the changes in employment requirements. As a result it was concluded that Kalamazoo's increased demands for labor would result in a very tight labor market.

"The best estimate," reads the report of the survey, "is that we may have fully 1,000 more jobs than we have people in the labor market when peacetime production really is achieved. This is, of course, not an exact figure. The shortage of help may not be that great. On the other hand, it may be worse, and no one can say exactly when the shortage of help will reach a peak. Material shortages, strikes, or expansion plans, which do not materialize for various reasons, may postpone it for many months.

"Where will the people we will need come from?

"They won't come, unless *we have active recruiting programs* to attract the kinds of people we need.

"They won't come unless they can find places to live. Business and industrial expansion can't be met unless the housing shortage in Kalamazoo is overcome. Census figures show that even back in 1940 the housing situation in Kalamazoo was worse than in Detroit or Grand Rapids."

THE VALUE of labor market information to community employment planning agencies was demonstrated in Milwaukee soon after VJ-day. The manager of the local United States Employment Service office and the field supervisor are members of a community "Watchdog" Committee to recommend public works projects when employment trends would indicate substantial unemployment. At the first meeting of the committee immediately following VJ-day, all other members of this committee were certain from information they had available that the Milwaukee area would be afflicted with mass unemployment necessitating public works programs. The USES representatives were able to convince the other members through USES labor market information that labor market reports indicated contrary trends. The committee, therefore, voted to postpone a works program.

Events since VJ-day have proved that the labor market information was accurate and correct, and to this day Milwaukee has not had a serious unemployment problem and has not yet had any need for public works. It is readily evident that a chaotic condition would have resulted if public works programs had been inaugurated. Public works programs, that would have been paid for with taxpayers' money, would have been competing for labor with private industry who urgently needed these workers to produce civilian products. This example of the authenticity of USES labor market information has sold this particular planning group and many other planning groups in Milwaukee on the great value of this information to the local community.—EARL A. LOCK, *Sr. Interviewer, USES, Milwaukee, Wis.*

It was at this point that a USES representative, also a member of the Executive Council of Veterans' Affairs, was appointed to the Mayor's Housing Commission, and aided that group in securing some Federal emergency housing units, for temporary relief. The Commission is still actively seeking to alleviate this distressing situation.

"The shortages which will be most difficult to meet are for *trained workers*, in business, and in highly skilled industrial jobs. This shortage cannot be met without careful planning," read the survey listing these objectives;

"*a.* Attractive pay, working, and living conditions to draw skilled workmen from other localities.

"*b.* Intensified apprenticeship and training programs. Training programs for veterans under the GI Bill of Rights.

"*c.* Reorganization of school curricula to meet more fully the needs of business and industry."

The report then continued:

"Present plans for the business and industrial life of the city may be seriously impaired if steps are not taken to meet this impending shortage of manpower."

No action has yet been taken upon the program to recruit outside workers, nor will it be taken for the moment. But to meet the demand for home utilization of labor already present, already housed, and eager to work, and of returning veterans, USES undertook, with help from other agencies, to set up an intensified apprenticeship and on-the-job training program. Nearly every one of Kalamazoo's 126 principal employers has from 1 to 10 trainees or apprentices learning new skills or relearning old ones.

Because the survey showed that there was no demand for woodworkers, the USES is attempting to get the local high school to drop its expansive woodworking course, and substitute for it a course in metalworking. This will tend to keep pace with the increase in manufacturing in that city. The school already has access to a building it can use for this purpose.

A boilermaking plant moved into Kalamazoo from Pennsylvania, but found no boilermakers. What to do? The USES advised the manufacturer to dilute the skills of the boilermaker to simple steps readily learned by the average semiskilled worker, trained on the job, and when this was done, the problem was whipped. No boilermakers were required to move in and further aggravate the housing problem.

Retraining Saved the Day

A manufacturing concern which made wooden trailers during the war because of a shortage of steel changed to steel construction during the piping times of peace. This threw the woodworkers out of jobs. The USES analyzed the needs of the concern, and found that inasmuch as it was buying certain subassemblies ready-made, it could easily develop a straight assembly line operation, and retrain its hammer and saw men in the skills necessary for that operation. Instead of hunting for different workers (aggravating the housing shortage) while its employees were seeking new jobs, the company went on without a hitch in its production.

Paper mills always need help, but while they employ 34 percent of the district's labor, they hire their employees untrained, and train them on the job. They offer little in the way of a reconversion problem.

Paper, iron and steel, machinery, and automobiles and parts are the principal employers in the area. Over 90 percent of the manufacturing employers and 65 percent of the nonmanufacturing employers cooperated in making the survey.

By July 1947, a "Non-Farm Labor Budget" carefully calculated for the survey, indicated a projected need for 24,127 manufacturing jobs, and 19,093 nonmanufacturing jobs, or a total of 43,220 jobs.

Matched against this figure is the projected civilian nonfarm labor force of 42,400 workers, or a projected shortage of 820.

Eighteen major industries were scrutinized separately, and several smaller ones were grouped under "miscellaneous," and every classification showed an increase in its projected employment save one—Government (city, county, State, and Federal)—which showed about a 5 percent decrease in prospective employment.

Each of the 18 groups listed by industry was broken down into 22 occupational groups, to determine what classifications were available in each of the industries—

THE VOCATIONAL schools were enthusiastic about labor market information, since it enables them to set up vocational training programs in accordance with this information and to advise students as to those industrial fields that promise the greatest job possibilities. The use of this information in preparing training classes prevents the schools from setting up or continuing training for occupations which are presently saturated with workers with no indication of future job opportunities.

For example, because of numerous inquiries by veterans for employment as watchmakers, a survey was made, and it was found that the watchmaking classes at the vocational school were filled. Further contacts were made with several watchmakers in the Milwaukee area and the secretary of the State Watchmakers Association. The local office learned from these sources that there would be little possibility of future employment in this field. On the other hand, the field representative was told that there was a scarcity of jewelry repairmen and engravers and that training for indentured apprentices and on-the-job training for this type of work had been approved by the Industrial Commission. This information was then forwarded to the vocational school and also used by the USES counselors in talking to applicants desiring work in this field.

As many veterans requested employment or training as morticians, another interesting survey was made. Most of these applicants desired this type of work because they believed it was very remunerative. The State Mortician Association reported, however, that there were no employment possibilities in the near future for anyone as a mortician, because the occupation was already overstaffed and most morticians, when they train a successor, train a son or relative. This information was made available to the USES counselors, to counselors in schools, and other agencies in the form of a written report.—EARL A. LOCK, *Sr. Interviewer, USES, Milwaukee, Wis.*

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and the percentage of increase if any, in each, the better to appraise job prospects for the veteran. The classifications were: instructive, science, engineering, managerial, business relations (technical, clerical, public contact), metal machine, metal processing, woodworking, plastic materials (molders, coremakers, paint sprayers, heat treating), fabric and related work, paper (bench, machine and processing), food and related work, assorted materials (welders, riveters, stationary boiler operators, miscellaneous benchwork and all occupational groups not otherwise mentioned in this list), maintenance machinists, maintenance electricians, inspection and testing, transportation, miscellaneous, miscellaneous labor, food preparation and serving.

Kalamazoo's paper industry, one of the area's largest, shows a projected increase from 6,887 to 9,297, or 35 percent. Automotive parts and bodies, a fast-growing industry there, will be boosted 89 percent—from 1,888 to 3,571; heating and air-conditioning, normally at 1,239, will be expanded 90 percent to 2,346.

Under the occupational headings, increases were noted in the metal machine field (operators, and bench workers), 89.6 percent; miscellaneous labor, 68 percent; paper workers, 32.8 percent; public contact (sales, receptionists, telephone operators, etc.), 22.2 percent; managerial, 11.1 percent; clerical, 9.72 percent, etc.

Among the results of the survey are the following activities and reforms.

1. An effort to gear the curriculum of a local high school to actual labor market conditions substituting steelworking for woodworking.
2. Intensified apprenticeship and on-the-job training programs.
3. Attempt to correct crowded housing conditions.
4. Program to advertise attractive pay, living and working conditions to draw skilled workers from other communities to Kalamazoo.
5. Break down a demand for skilled workers in a "missing" classification, to a series of diluted skills which can be readily taught production workers.
6. Advised the plant which changed construction of product from wood to steel, and thus threw woodworkers out of work, how to train displaced workers in the new construction methods.
7. Enlarged activity of USES.

THE SIX-POINT PROGRAM AND LABOR MARKET ANALYSES—IV

For Better Counseling

. . *By* MARTIN F. TOOMEY
Occupational Analyst I,
USES, Providence, R. I.

EMPLOYMENT COUNSELING is essentially concerned with assisting an applicant to make a vocational decision or plan, and its need for labor market information is correspondingly greater than other phases of the placement activities in the Employment Service. Accordingly, when the counseling program was established in Rhode Island, one of the first steps taken was to provide the counseling staff with all the available sources of information on labor market conditions. These included: the LABOR MARKET DEVELOPMENTS REPORTS, AREA and INDUSTRY COUNSELING STATEMENTS together with monthly supplements, ES–212 PLACEMENT REPORTS, ES–270 REPORTS, and REPORT OF LOCAL OFFICE ACTIVITIES, and other miscellaneous materials.

Only if he has an adequate acquaintance with the national labor market and a detailed picture of local conditions can the counselor do the precise job expected of him. The following briefly explains how he uses the various sources of information:

The LABOR MARKET DEVELOPMENTS REPORT is basic as one of the chief sources of information used in the counseling program. Along with information on general employment trends and job opportunities, it also contains general information on training facilities and employment opportunities for those with limited work history or limited working capacities, that is, those who constitute the bulk of the group which needs counseling.

Supplementing this general guide, the question of work opportunities is further pursued by reference to the individual ES–270 REPORTS falling within the industry groups in which such opportunities are indicated. It goes without saying that the Employment Service, as a whole, and the counseling program, of itself, cannot function efficiently unless there is an awareness of what the industrial employment and occupational trends, current and anticipated, are. Accordingly, if one is to do a worth-while counseling task, familiarity at least with the local labor market situation is indispensable. An outgrowth of such familiarity will be other Employment Service methods and devices, such as the special field visiting activities, the job order specification cards, and the physical capacities and physical demands appraisal, directed toward those industries or plants or business which offer a more promising field for the hard to place. Such an approach is the most economical and the most effective in terms of both efforts expended and results obtained. It is, in other words, an organized planned program of action based on a recognition of both the prospects and obstacles as against one which is largely haphazard, misdirected, and ineffectual.

AREA COUNSELING STATEMENTS.—The CURRENT MONTHLY STATEMENTS in this informational series are used pretty much in the same manner as the LABOR MARKET DEVELOPMENTS REPORTS except that greater currency and more specific information as to job opportunities, wages, shifts, working conditions, etc., is afforded by them. The local AREA STATEMENTS are used as a constant source of reference and are supplemented whenever desirable by the statements from other areas both within and outside of the State. Labor market information in this form is more concise and more practical than that contained in the more comprehensive LABOR MARKET DEVELOPMENTS REPORTS.

In conjunction with this, frequent use is also made of the BASIC AREA COUNSELING STATEMENTS and the INDUSTRY SERIES. The joint use of these related informational sources provide the counseling interviewer with the basic facts, as well as the more current up-to-date conditions, and trends with reference to any industrial or occupational field.

ES–270 REPORTS.—With the more general guidance and orientation provided by the reports discussed in the preceding paragraphs, the counselor is now prepared to track down possible fields of promise, industrially and occupationally, by consulting the appropriate ES–270 REPORTS. This report, which is a report of past, current, and required future employment and of all related matters such as training facilities, starting wages, and company policy as to various worker groups, provides the counselor with more specific information as to placement policies for those applicants serviced by the counseling program. It is at this point that the counselor gets down to a definite plan of action in cooperation with employer relations interviewers in terms of special field visits and job order specifications or any other measures which may be necessary in order to develop job opportunities in the individual plants and business in question.

Other Local Office Reports.—Other local office reports such as the ES–209, the ES–209A, and the ES–212 are similarly utilized in uncovering sources of major accessions by industry and by occupational groups. One has but to compare past reports with the current ones to learn in what direction the various industries and occupational groups are heading and thus gear operations accordingly.

Other Sources of Labor Market Information.—In addition to the formal Employment Service sources of labor market information outlined above, the counselor must keep on the alert for all other sources of related information, whether from newspapers, trade publications, materials furnished by other interested groups, or any other source from which pertinent facts may be obtained.

Thus, accurate and timely labor market information is not merely an adjunct of other and more relevant operating tools in the effective functioning of employment counseling, it is essentially inherent in effective functioning. It stands, in fact, in pretty much the same relationship to the employment process as does any body of specific information to any other given profession or field of endeavor. In a steadily loosening labor market, with a growing supply of able-bodied job seekers, this supply of information becomes indispensable to the counselor seeking to help the disabled or handicapped worker. The counselor must, therefore, redouble his research into labor market conditions and prospects in the hopes of uncovering some clue or lead as to possible work opportunities for the hard-to-place. This will require a closer scrutiny of all sources of labor market information and the exercising of initiative in developing or following out any promising item or indication.

THE SIX-POINT PROGRAM AND LABOR MARKET ANALYSES—V

Use of Labor Market Information in Occupational Analysis and Industrial Services

LABOR MARKET information has an important use in connection with the activities of industrial services technicians as they render technical assistance to employers.

To take just one example: The ES–270 and ES–270A REPORTS are valuable tools for diagnosing conditions which cause difficulty in securing workers, their selection and assignment, transfer, promotion, and retention. Comments under items 12 and 19 of the ES–270 REPORT cover difficulties encountered in recruiting workers, as reasons for discharges and quits, inadequate use of skills, lack of opportunity for advancement, etc. The ES–270A REPORT shows plant needs by occupations and is a valuable aid in offering assistance to employers in matters of training, job break-down, job specifications, etc.

In the major problem areas with which Industrial Services is concerned at the present, the problem of securing workers depends very definitely upon the supply and kind of workers available in the community. If the supply is scarce, there may be need for setting up training programs in the vocational schools to supply the kinds of workers needed. On the other hand, it may be necessary for the employer to select workers from his present work force with potentialities for additional training to fit them for the more skilled jobs which are difficult to fill. Even if there are available plenty of workers and the employer depends on hiring skills he needs in the open labor market, it is very probable that he will not always be able to fill his needs exactly and labor market information will be of value in determining the closest approach he can make to the kind of help he desires.

In a loose labor market, the employer is not as concerned as a rule over excessive turn-over or absenteeism as he would be in the case of a tight labor market. However, regardless of the labor market situation, Industrial Services technicians should try to help employers to stabilize their employment by pointing out the hidden costs and waste involved, if these are present.

When workers are plentiful, employers are not as apt to give much attention to the correction of poor working conditions, inadequate supervision, inadequate community facilities, and poor personnel practices which definitely affect the recruitment and retention of workers in their plants. However, employers should be shown that it is always to their advantage to correct such conditions regardless of the labor market situation.—*Division of Occupational Analysis and Industrial Services.*

Headquarters Looks at—
the Labor Market Letter

ALTHOUGH RELEASE of local labor market information has been a normal function of some offices ever since the Employment Service opened its doors, this activity has been stimulated by the war and is now carried on with even greater vigor during reconversion.

Headquarters has attempted to stimulate the organized flow of labor market information through the exchange of ideas of what is being done in various communities with regard to format, content, and distribution based on materials voluntarily submitted by field offices for evaluation. This two-way flow resulted in an improvement in the character and content of local labor market newsletters which has exceeded our most optimistic expectations a few short months ago.

The Competitive Spirit

Every region and practically every State and important labor market area has enthusiastically adopted the practice of releasing labor market information and has given it direction and drive. In certain instances, the example of successful programs in neighboring States has spurred the lagging ones to greater effort to overtake and frequently to move ahead of their friendly rivals.

A recent review of hundreds of these letters shows these characteristics:

Most of the current labor market releases prepared by United States Employment Service offices in various parts of the country are in the form of bulletins which generally describe local conditions such as over-all employment trends and in the reporting ES–270 industries, use of women and veterans, conditions of employment and job opportunities, characteristics and size of the unemployed, and trends in local office activities. In certain instances, short simple tables of employment trends by industry for reporting firms, or simple graphs showing the reported ES–270 employment, total and female, have been used to give variety to the narrative presentation.

Experiments in developing attractive formats have been noteworthy. Certain States have adopted attention-compelling headings printed or blocked in color which give the release color and life and make it stand out in any group of documents on a busy executive's desk. Others have adopted State-wide releases with identical format which are distributed along with the local area release under the office manager's signature. The value in having the local manager distribute the local releases is its help in cementing his relationships with the community groups and employers with whom he is doing business. The State-wide releases which are prepared in the State offices are sometimes sent to special groups having State-wide interests such as newspapers, chain stores, plants with branch establishments, Federal and State governmental agencies, State chambers of commerce, State central unions, business and marketing organizations, etc.

Panorama and Close-Up

Most of the letters survey labor market conditions on an area labor market basis. In areas which have more than one major community, the problem of discussing local developments without distorting the labor market area concept has been satisfactorily solved by presenting a one-paragraph summary box of over-all labor market area developments which is included in each separate release for the various communities making up the area. In this way, it is possible to present local labor market conditions in their proper perspective and to evaluate them against the over-all labor market picture.

Should "plugs" be included in the releases for orders or for the job development program? Some offices do; but it is felt that the dissemination of local labor market information should be an end in itself, a service which the local USES as a central source of labor market data should render to the entire community regardless of whether employers use the other services offered by the USES. It is possible that many employers who do not now use USES placement or recruitment services may become interested in the service if the local labor market information release does not tie up in the same bundle two purposes—begging for business and providing information. On the other hand, an effective program of disseminating current objective facts relating to local labor market conditions will do a good, if indirect, selling job for the entire USES.

There is a tendency in some releases to go into too great detail on local office operations. Others tend to be too long and wordy. By and large, local information presented in summary makes it easier for the average

reader to grasp the significant items. Businessmen and executives, generally, are pressed for time and may not find it possible to read all the detail that is contained in many of these releases.

On the whole, the local release of labor market information program is a success. Credit for this is due to hundreds of local managers and their organizations, and State office staffs. It is an outstanding example of what local staffs can do when given a free hand on a subject of local importance. It should never be forgotten that the local office of the USES is uniquely situated in the matter of local labor market information. It has access to a steady flow of vital data which in private hands and in far less completeness is frequently sold as a "service to businessmen." The local USES office can and is becoming the real center for collecting and issuing labor market information.—JOHN I. SAKS, *Chief, Area Section, Reports and Analysis Division.*

Greenville, Miss.

"THERE ARE 1,200 job openings in Washington and Bolivar Counties today," reads the first sentence of an article appearing in the local daily newspaper, Greenville, Miss., on September 18, 1945. At the end of February 1946, the same paper might have stated: "The local USES lists 1,587 active applications on file."

Thus is pictured the radical change, exclusively industrial, which has occurred in the office area of Greenville, Miss., in less than 6 months. During a like period, agriculture had no more than 45 percent of its actual needs, as reported by the county agricultural agents. Low income afforded most farm workers fails to attract many of the returning servicemen and former war workers. These peculiar developments have occurred despite the fact that after VJ-day local establishments did not find it necessary to retool or alter activities.

Immediately following VJ-day, it was recognized by this office that in the area there were many civic groups, veterans organizations, and various influential individuals who were interested in employment planning and who therefore needed accurate current information on the changes in the local labor market situation. Consequently, in October 1945, we began to issue a monthly labor market fact sheet containing information obtained by contacts of local office personnel and from local office records.

Certain basic factors suggested themselves. Care had to be exercised in presenting summary information so as to avoid revealing confidential data regarding specific employers and so as to set forth statements in such a way as to be intelligible to those receiving the release. Items which should be included in the release were major industrial activity in the area, population trend, employment trend, demand-supply situation, job opportunities, migration, significant data reflected in local office activity reports, housing, and other community facilities.

The first issue covered activities for September 1945, and was widely distributed.

The local newspaper carried the information on the front page in a prominent position and has continued to do so upon the receipt of each monthly release. Moreover, at any time the local office has information it desires to bring to public attention, the item is also printed on the front page. Such importance is attached to this information that the Mayor of Greenville in an address to the Lions Club substantiated the lack of recreational facilities in the community by quoting from an issue of the local labor market fact sheet. A closer relation has developed with the Washington County Chamber of Commerce to the extent that frequent requests are received for specific labor market information which would interest firms considering locating in Greenville.

This program has strengthened public relations and increased the prestige of the Service.—CLARENCE L. MORRIS, *Manager I, USES, Greenville, Miss.*

Tampa, Fla.

THE REGULAR release of labor market information in the Tampa, Fla., area, since VJ-day was a logical continuation of the informational program developed by the United States Employment Service local office manager during the preceding 2 years.

During that period, a systematic campaign was conducted, the objective of which was community acceptance of our program and of our USES personnel. This was accomplished by taking the public into our confidence, insofar as security regulations would permit, and letting it know what we were doing and why we were doing it.

Thus, when we began to put into effect the last phase of our six-point program—"The Local Office and Labor Market Information," we had at hand, ready for our use, the willing cooperation of labor, management, the press, and the public.

The regular release of labor market information by the Tampa USES was inaugurated in response to a need: we found employers, business and civic organizations, and the newspapers bringing to our attention an acute interest in employment trends, past, present, and future. In response to this demand, we began giving weekly releases to the newspapers regarding lay-offs, unemployment compensation claims, job openings, broken down by industry and occupation, placements and the number of individuals, by sex and occupation, who were available in the labor market.

The previous efforts to develop good press relations now began to pay dividends. The newspapers were quite willing to publish all that we gave them, because we always gave information that was current and which had local news value. During the 6 months following VJ-day over 100 releases of labor market information, including 4 commendatory editorials, were published in the local newspapers.

The information was never handed to the papers in written or mimeographed form but was always

given verbally to the reporter who called at our office daily. In order to insure correct reporting, sufficient time was devoted to the interview to make certain that the information given was thoroughly understood and accurately noted. However, no effort was made to censor the article in any way. The interview was conducted in a frank and friendly manner with the same objective by both the manager and the reporter: to give to the public information that would be of benefit to the community.

We have had many proofs that our press releases of labor market data are read by most of the people in the area. Many have said that although the subject matter was statistical yet it was handled in such a way that it possessed human interest and was readable by the average reader.—WILLIAM V. LITTLE, *Manager, USES, Tampa, Fla.*

Tulsa, Okla.

THE TULSA United States Employment Service office believes that one of its major obligations to the community is to provide it with reliable labor market information. It was with this feeling of public responsibility for making available useful data that the Tulsa USES recently launched a program of regular monthly releases of information on labor market trends in the area. It was felt that the orderly return to a peacetime economy could be facilitated by accurate information about plans for employment expansion and the bottlenecks which delay the absorption of returning veterans and displaced war workers.

The regular collection of ES–270 REPORTS from employers was expanded to include a sample group of trade, service, and finance establishments, which were not covered during the war. These reports, together with other labor market information obtained from applicants for jobs, employers placing orders for workers, labor unions, trade associations, and other agencies and organizations concerned with manpower and community facilities are used in making estimates of employment and unemployment in the Tulsa area. These analyses are frequently condensed into a brief, one-page release. Estimates for this mimeographed report are brought up to date monthly.

Firms contemplating the location of new establishments in the area have requested these data, and the Tulsa Chamber of Commerce has attached copies to area briefs for prospective new businesses. Employers from such varied businesses as banks, oil companies, and school groups have expressed appreciation of this labor market information service as filling a local need not met by national newsletters or business reports.

We "feed" this information to the community on every occasion possible. Typical of these is a radio forum, broadcast as a regular Saturday night feature of a large local station, in which the labor market analyst was a member of the panel on the problems of postwar employment of women. These information-giving services of the Tulsa USES have not only proved of value to the public but, conversely, are important in advertising the many professional services of the local USES to the Tulsa community.—CLARA WIGGINS HIERONYMUS, *Area Analyst, USES, Tulsa, Okla.*

Spartanburg, S. C.

LABOR MARKET analysis is at last coming "out of the dark" in the Spartanburg United States Employment Service. Back in the days of 1943, when this office first went through the agony of preparing a report on labor market developments, analysis was looked upon with awe by the personnel, as though the report were a result of conjuring rather than hard work. Employers were cooperative in furnishing information needed for labor market analyses but were a little skeptical . . .

Through the period of manpower programs, a brief sojourn of this textile manufacturing area in Group I, the cotton duck program, etc., the collection and dissemination of labor market information have become closely interwoven with all other programs, so that each unit of the organization has an active part in gathering information or in "plowing it" back to applicants, employers, labor organizations, and community groups in the day-to-day contacts. Also, information is supplied to interested applicants on conditions in other areas.

The Spartanburg USES office sends out labor market information through a monthly labor market letter, summarizing the labor situation and USES activities for the preceding month. These letters are mailed to labor organizations, groups participating in community planning, and the larger employers in the area, including all manufacturers of cotton broadwoven goods.

For some time the local papers have published each month a summary of USES activities and a brief statement on the demand-supply situation. During recent months emphasis has been placed on veteran activities, as finding jobs for the many veterans with applications in our active files is now our problem.

"Let's Keep Them at Home" is the headline of the articles appearing at regular intervals on the front page of the Spartanburg papers. In the Wednesday edition of the papers are listed the education, training, and experience of five veterans who registered during the previous week and for whom no job openings were on file. On Sunday, in addition to the qualifications of five veterans, the article gives a summary of the local labor situation, the number of veterans visiting the local office during the week, the number referred, the total number of job openings on file, and the number of job openings placed with the USES since the last article was published. Then the classification of each active veteran application is listed.

On Monday mornings there are usually scores of telephone calls from employers, asking that veterans whose classifications were listed in the paper be

referred to them. Some of the job openings developed through this medium were for X-ray technician, radio announcer, superintendent—construction, male stenographers, electrical appliance installer, and tire rebuilder. The usual method of contacting employers in the field had not resulted in securing these job openings.—PINCKNEY K. HOLMES, *Senior Interviewer, Spartanburg, S. C.*

New York State

VOLUME I, No. 1, of the LABOR MARKET LETTER for Region II appeared in June 1945. The LETTER consists of a four-page pamphlet devoted to an analysis of State-wide labor market information and one-page inserts for each of the major labor market areas and some of the minor ones. It was felt that the more general information presented in the State-wide LETTER would be helpful to our managers as a source of background material. Employers, too, would get a larger perspective than was presented in the purely local stories.

Copy for the LETTER is written by the regional office staff of Reports and Analysis, while the inserts are prepared in the field by the local labor market analysts. A diversity of subject matter has been discussed in the seven issues distributed to date, although there is always an article on employment trends. Among the topics treated in past: farm labor needs, jobs for the handicapped, hours of work, job openings, reconversion status of manufacturing plants, characteristics of World War II veterans, labor needs of the paper and pulp industry, and on-the-job training.

Distribution of the LETTER as originally planned was to the ES–270 employers, unions, and community agencies which might be expected to have an interest in labor market information. A first edition of 2,500 multilith copies was distributed by local offices in the State. Our circulation has increased rapidly. For February 1946, 6,700 copes of the LETTER were printed. Requests for more copes are being received constantly from individuals, libraries, business establishments, Government agencies, and schools.

When the first issue of the LETTER was sent out, our local offices were instructed to obtain comments and criticism from all persons on their mailing lists. Of the answers received and relayed to Reports and Analysis, about 95 percent were favorable both to the general idea of a labor market news letter and to the first issue as such. Wholly adverse reactions were rare, but some criticism was leveled at the format (which was subsequently improved) and some at the fact that stories were not sufficiently localized. This latter criticism has since been met by expanding the inserts to the LETTER to include smaller labor market areas.

A round-up of how the LETTER and other sources of labor market information are released to the public by some of the larger offices in the State is given below.

New York City.—Of the 3,500 copies of the LETTER issued each month, 2,800 go to employers or employer associations, about 350 go to trade unions, 150 to Government agencies, 85 to vocational guidance counselors, 50 to Congressmen, and the remainder to colleges, libraries, private research bureaus, and miscellaneous persons.

Each month at least the following subjects are covered in the New York City insert: employment trends in major industries, an estimate of unemployment, future employment prospects, and existing labor surpluses and shortages. In addition to these fixed features, varied stories depending on what news is available or timely appear in each issue.

Albany.—Currently about 550 copies of the LETTER are distributed in the Albany area to all large and many small manufacturing concerns. Labor unions, chambers of commerce, and community planning bodies also receive copies and the reaction is uniformly favorable. Inserts are also prepared for the Mid-Hudson labor market areas.

Other media used in the area are the press and the radio. Regular monthly reports on local office activities and special articles and broadcasts are employed. In these special releases, points made in the LETTER are emphasized and enlarged upon, particularly those concerning veterans needs and types of worker available.

Rochester.—Prior to the issue of a formal LABOR MARKET LETTER, the Rochester local office provided labor market information through newspaper releases, periodic radio programs, and public addresses to community and business groups. This activity reached its peak during the war period and is still used extensively.—*Region II.*

Chicago, Ill.

IMMEDIATELY AFTER VJ-day, the public was hungry for news of employment, unemployment, layoffs, and peacetime production plans. By almost daily releases to the press and radio, the United States Employment Service was able to meet this demand for news. Soon, however, a paradoxical situation arose. While there was a vast number of unemployed, there was also a great demand for workers which was not being met. Why?

Studies were begun by the USES to determine the cause. First, there was a survey of unfilled openings on file with the USES. What types were the jobs? In what industries and occupations? What was the scheduled hourly workweek? What would be the "take-home" pay?

Next, the unemployed were studied. How many men, how many women; what were their ages; what were their skills; what was the proportion of nonwhites?

Third, a comparison was made of the characteristics of the unemployed and of the job openings. What jobs were being readily accepted? What jobs were difficult to fill? Why?

However, the USES did not stop here. With the information secured from its regular ES–270 program, it was able to project a picture of the labor market into the near future, probabilities of a rise or fall in employment and unemployment; the change, if any, in the characteristics of the unemployed; the possibilities of employers' demands remaining unmet in the future.

The next step was to present this material to the general public. Although all information gathered by the USES has always been available to all segments of the community, it had previously been necessary for employers in the area to contact the USES for this information. Taking its lead from headquarters, the USES in this area decided to take the initiative in making information available to the public.

The first issue of the report to be known as LABOR MARKET TRENDS was sent out in November to over 1,200 major employers and 100 community and union organizations in the Chicago Metropolitan Area. Concisely written in nontechnical language, the report dealt with the all-important problem of labor supply and labor demand in the vast Chicago industrial area. It contained information on and analysis of past, present, and anticipated employment and unemployment by sex, the characteristics of the unemployed; factors influencing the problem of matching men with jobs, such as transportation, housing, wages offered, hours to be worked, etc. The basic data are secured from ES–270 REPORTS gathered by local offices, assembled and analyzed by the area office.

Virtually all of the responses from employers were commendatory. The report has been used in many ways: For example, a large electrical manufacturing concern stated that as a result of the information received, changes were made in its employment schedules; a large plastic and glass company stated that the report was useful to them in determining production schedules; many employers stated that the report was their only source of local labor statistics. As a result of employer suggestions received by the USES in response to the initial report, additional information and analysis were incorporated in subsequent issues.

While LABOR MARKET TRENDS is the latest step taken by the USES to keep the public informed, they supplement but do not replace regular releases to the metropolitan and community press and radio broadcasting stations, or press conferences, which still continue. Newspapers and radios cooperate wholeheartedly in advance publicity explaining need, purpose, and use of ES–270 REPORTS. The publicity which preceded the visits of employer relations representatives to some 400 additional employers from whom ES–270's were requested as part of the area's expanded postwar reporting program, paved the way to favorable reception of the reporting plan.

The continued interest of the press and radio, and the excellent response of employers to the USES labor market report demonstrate that the dissemination of local labor market information is one of the important functions of the USES. Chicago's expanded ES–270 program will further enhance the value of the information to be made available to the community under the six-point program recently adopted in the area.—LESTER BROWN, *Area Director, USES, Chicago Metropolitan Area.*

Madison, Wis.

WHEN THE WAR ENDED, Madison, Wis., became aware that it was not prepared to assume its postwar obligations. Although many programs were advanced in the city council, at civic organizations meetings, in the press, and on the radio, no one had a clear over-all program to offer.

Many individuals, organizations, and institutions who were interested in postwar employment and community programs turned to the United States Employment Service local office to find out what labor market information the Employment Service could provide. As the number of requests of this type began to mount, the local office decided to prepare some type of table or chart whereby information could be secured readily for these various local groups.

It was finally decided to prepare a table listing 55 leading establishments representing, equitably as possible, the various types of industries located in this labor market area. This table was set up to show a concise picture of past employment, current employment, and future needs, as well as the estimated 4-month net change. In order to have complete information, another table was prepared breaking down the job openings by occupation, wages, sex, and the age limitations specified by employers.

Based on the above information, the local USES Manager, Joseph E. Roberts, presented an 11-point program to the mayor of Madison designed to set up a plan of action out of the many proposed programs. This program recommended, among other things, a living wage for returning veterans, creation of on-the-job and apprenticeship openings, a reduction of hours of work, return to normal pension retirement, a positive housing program and early action on postwar community construction projects.

The above proposal led to the formation of a mayor's committee which consisted of city officials and local civic leaders. This committee invited Mr. Roberts to present to them actual labor market conditions as they existed locally, based on recent information taken from the local labor market reports.

In December 1945, the first LABOR MARKET LETTER was sent to about 350 interested individuals and groups. It had a good response and the office decided to expand the source of information. During the month of January, the ES–270 coverage was expanded from 15 establishments to 63. In addition to this, 56 other establishments were contacted on the regular field-visiting program which was done to secure additional job openings, but also yielded labor market information. With this additional information the local office was prepared to give a concise, well-rounded picture of monthly labor market conditions. In addition to this information gathered by the USES

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"Tie-Ins Are Many and Frequent"

. . *By* EWAN CLAGUE

Director, Bureau of Employment Security, Social Security Board

BETWEEN UNEMPLOYMENT compensation and the labor market there are close relationships which are evidenced in frequent and different ways.

In the first place, a large proportion of the working population of the United States is at one time or another during the year employed in industries covered by unemployment compensation laws. It is estimated that in 1945 the total number of persons who earned some wage credits in covered employment during the year numbered about 45 million (excluding railroad workers). Of these, some 37 million earned sufficient wage credits to be eligible for benefits, while the number employed in a single pay period averaged about 29 million. Eliminating the self-employed (farmers, professional men, proprietors, etc., who do not ordinarily experience unemployment), we can say that at least 80 percent of the wage-earning population would file claims for unemployment benefits in case they lost their jobs. Therefore, practically all data which bear on the general condition of the labor market—national, State, or local—have significance for unemployment compensation.

Sensitive Register of Employement Changes

Second, weekly figures of initial and continued claims are perhaps the most sensitive indicator we have of current changes in employment and unemployment. Workers who are laid off have a strong incentive to report to the employment office, register for work, and file a claim for benefits as soon as possible. Many come in within 24 hours, and all must come within a week if they expect to qualify for benefits. If you examine the weekly claims data for the Nation, for a State, for a locality, you will discover from the record of the past 6 months how quickly any change in employment conditions is reflected in claims figures. The initial (and the additional) claims reflect new lay-offs; the waiting-period and compensable claims show the continuation of unemployment; while the "drop-outs" show fairly closely the extent to which rehiring is taking place. Therefore, both in volume and in turn-over these claims data are a direct consequence of labor market conditions and, in turn, constitute a sensitive indicator of those conditions.

Third, unemployment compensation administration requires a wide variety of labor market data, particularly for planning and budgeting purposes. Since unemployment means claims for benefits, unemployment compensation administration must have access to the most current and the most comprehensive picture of the labor market which can be readily obtained. One significant factor of unemployment compensation as a social security measure is that it is required to be paid promptly when due—speed of payment is the essence of good administration. It is, therefore, important that for the short-run, or even for the intermediate future, data should be available to determine possible workloads and required budgets. Unemployment compensation agencies must have the responsibility of reacting quickly and energetically to emergency loads. The Employment Service also cannot escape this same responsibility. In that sense, both organizations must constantly be on the alert for signs and portents which may indicate changes in the labor market in either direction—toward more employment or toward increasing unemployment.

Reading the Future in Current Facts

Fourth, in unemployment compensation there is a longer-range interest as well. Benefits must not only be paid promptly; their payment must be assured by the maintenance of adequate income or reserves. Therefore, the unemployment compensation program requires the development and analysis of data on the labor market which point toward the longer future—toward the swings of the business cycle which may require changes in contribution rates or in required reserves. These solvency calculations are also needed when questions of costs and benefits arise in connection with extending coverage to groups not now covered by the unemployment compensation laws.

Fifth, the system of experience rating which has developed in the American unemployment compensation system (contrary to the development in other countries) creates a special problem requiring more comprehensive labor market data. Since the individual employer contribution rates are designed to vary in relation to the experience of these employers with the unemployment of their former workers, it is necessary for a State to analyze its industrial structure in order to determine what experience rates are needed. In other words, the contribution rates under such a system must not only differentiate the risks among employers, but must also assure adequacy of the fund as a whole. In view of the fact that our present program (thanks to the war) is not threatened with insolvency in the near future, this particular problem has not emerged in full stature as yet. In some future period, however, when reserves may be lower, and the financing of the program more precarious, this whole subject of varying contribution employer rates in relation to employment experience will require much more

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On LOCAL OFFICE FRONTS

TEN KEY WORDS PERFECT APPLICATION

AMID ALL THE pressure resulting from reconversion, demobilization, and strike-bound industry, the Philadelphia United States Employment Service has determined that the difference between a valueless fragment of red tape and a useful work application generally hinges on the recording of 10 key words. These 10 words are suggested by the variable factors as listed in JOB DESCRIPTIONS or INTERVIEWING AIDS.

As part of the controlled self-application plan, Philadelphia local USES offices give the work applicant a blank application form, a set of instructions for completing it, and an appointment for a discussion of his employment possibilities with an interviewer. This appointment has usually been within 2 days of the applicant's first appearance at the office.

Although applications are returned in varying stages of completion, many persons, especially veterans, have been able to present a fairly complete work application.

Where an INTERVIEWING AID or JOB DESCRIPTION is available, the interviewer matches it against the application for "key point" coverage. Very often at this point, all that the interviewer has to add are 10 words (sometimes less) which he can elicit in a straightforward fashion. The interviewer merely uses the variable factors found in the JOB DESCRIPTION or INTERVIEWING AIDS as a basis for framing questions.

An example of the 10 little words which make this great difference might be seen in the occupation of Welder, Thermite. The 10 words: Production Anchors, Cast-Iron, Thermite, Preheats, Aligns Parts, Blueprints, Navy Test, completely cover all the variables or "Key Points" as listed in the INTERVIEWING AID, and immediately individualize the applicant before us.

The 10 words will vary, depending on the job and the person filling it, but they can be easily arrived at by using the INTERVIEWING AID or JOB DESCRIPTION.

The pitfall of the leading question is carefully avoided, however, so the interviewer is not simply "Yes-Yessed" by an applicant interested in exaggerating his occupational experience and skill.

The INTERVIEWING AIDS and JOB DESCRIPTIONS are being integrated with order taking in a similar manner. A pitfall being avoided there is the tendency to cross-examine employers and to repeat the same question or questions each time an employer reopens an order.

This is avoided in the Philadelphia Unit Plan of services to employers which insists that relations with any given employer be conducted by the same interviewer, wherever possible. Also reference to previous orders placed by employer and a review of the Employer Record considerably reduces the number of questions necessary to get at the "Key Points."

In the selection or matching process, the information on the application and the data on the order can dovetail and fit into one another like a key fits a lock with the interviewer opening the door of occupational opportunity. INTERVIEWING AIDS and JOB DESCRIPTIONS have made it possible to extend occupational opportunity, in a much more efficient fashion, to a larger number of applicants than would have been otherwise possible. Result: increased employer and applicant satisfaction.—BERNARD ORR, *Supervisor, Industrial Services Section, USES, Philadelphia, Pa.*

HOW TO GAIN SUPPORT OF THE INDIFFERENT EMPLOYER

DURING THE WAR YEARS, some employers got an impression that the United States Employment Service was indifferent to their needs because of its preoccupation with promoting referral to war production plants. Dissatisfied with the type of service they received, or forced to rely on other means of securing workers, some of these employers are now indifferent to the USES.

Thus, there is a job to be done—a job of reestablishing confidence in the USES, so that increased employer-reliance on USES services will prevail.

To accomplish this there is a definite need for an employer contact program to bring employers and the USES into closer harmony and understanding. With this thought in mind, I have set up an employer visit file, with a folder on every employer visited.

When an interviewer plans to visit a firm, he will check the closed and open order file to see what kind of orders previously came from that firm. He will then turn to the employer visit file to check on who visited the firm last and when. If a recent visit has

been made, the interviewer may find the answer to his problem in discussing the situation with the interviewer who made the last visit. If all is in order, he will make an appointment by telephone and, having done so, will keep the appointment and be on time for it. This punctuality may well determine the whole character of the visit.

In each employer's folder we keep a record of pertinent information, such as firm name, address, type of business, personnel manager, telephone number, etc. Then we try to obtain as much information as possible about organizational arrangement; i. e., names of departments, divisions, sections, etc., number of employees in each, jobs performed by those employees, types, sex, etc., of people hired in the various departments and salary scales of each job. We also get the interviewer's comments as to the location of the place, accessibility of the job to public transportation, working conditions, hazards of the job, the employer's methods of hiring in the past, etc. Also included in the file are any publications, handbills, newspaper ads, etc., put out by the company which show trends of employment, type of jobs, advantages of the jobs, etc.

Since this type of information is not always forthcoming on the first or even the second visit, the first visit should start the employer visit record card and subsequent visits will enable the interviewer to add to it. (Our ES–270 REPORTS have served as a very useful source of material in this file.) Along with this general information we obtain a job order specification, if needed, on any new job orders obtained as a result of that visit. Those specifications are kept in the division where the orders are taken to serve as a future guide.

One of the complaints of employers is that interviewers have been referring poorly qualified applicants during the war days when the labor supply was at its lowest. Our problem now is to train interviewers to take more complete and accurate job orders and to do a more selective job of matching applicants and jobs—especially now that employers are being more selective in their hiring. This is the first step toward proving to employers that the USES can save them time and money by prescreening applicants, leaving the employer free to make his own choice from the selected few.—MAE H. SMITH, *Supervisor, Employer Relations, USES, Washington, D. C.*

(Continued from p. 20)

intensive study, and, therefore, in turn, require more exact data on the labor market.

In all the above, no mention has been made as to the kind of data which may be required. Perhaps it is enough to indicate that the labor market data are needed at all levels—national, State, and local; they are needed by industries and industry groups; they should include facts on both employment and unemployment; they must necessarily make provision for some analysis both of the employed and unemployed population; they must show changes in time, such as from registrations to placements, from benefits to exhaustions; and, finally, they must be of a character which will make possible frequent and periodic research studies of special problems which may require modifications in or additions to our existing programs.

It is my belief that this country is on the threshold of developing and using labor market data to an extent never envisioned a decade ago. It is my further conviction that the proper analysis and interpretation of these data will contribute to the better functioning of our economic system.

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local office, the Unemployment Compensation Department furnished information in regards to unemployment compensation claims.

The mailing list for the LABOR MARKET LETTER has been increased to almost 500 which included civic leaders, Government officials, employers, and local civic organizations as well as schools and private institutions which have considerable social responsibility.

The response to this LETTER was beyond all expectations of the local office and favorable comments were received from the employers, superintendents of schools, labor union officials, and University of Wisconsin officials. The consensus of those who commented was that there was a real need for this type of service by the local USES office in the community and that it should be continued.

The status of the USES has become much more important in this community since the issuance of the LABOR MARKET LETTER. Today, this office is being asked for labor information and advice by employers, individuals, and civic groups who have never before used the Employment Service, but are doing so now.—JOHN G. JOYCE, *Interviewer, USES, Madison, Wis.*

"FIRST GO TO USES"

TYRRELL KRUM, who edits a column in the WASHINGTON TIMES-HERALD on "Vet's Affairs," advises his veteran correspondents to take advantage of help awaiting them in United States Employment Service offices. One veteran wrote him:

"So far I haven't found a job that suits me and I'm rapidly getting broker and broker. Is there any way I can borrow some money to tide me over until I get squared away?"

Calling attention to the provision in the GI bill whereby otherwise qualified veterans may receive as much as $20 a week while unemployed (SRA) Mr. Krum added:

"This operates through the USES and the Veterans' Administration. You should first go to USES and see if there isn't something among their thousands of job listings that might fit you. If so, you will get a chance to talk it over with a prospective employer and if he can use you, the job should be yours.

"Don't give up yet and go in debt. See what the future might hold for you at USES."

Re: Veterans

YOUNG BLOOD NEEDED

VETERANS WHO want to buy farms will receive top priority in credit and advisory service, says Dillard B. Lasseter, Federal Farm Security Administrator.

Mr. Lasseter, however, discouraged the buying of farms by veterans until they have had some farm training. Nevertheless, he stressed the need for "young blood" in some farm localities, and has instructed FSA directors in 11 northeastern States to list the areas where farms can be bought at fair prices. The 1940 Census showed that 20 percent of the farmers in the northeastern States are more than 65 years old and the percent of aging farmers increased during the war. Moreover, there are several thousand unworked farms in the northeast area of the country, and many farms that would have a larger yield of crops if taken over by younger, experienced, and purposeful men.

Among the services FSA listed as available to war veterans who qualify either by past experience or intent to take farming seriously as a life career are: "loans up to $12,000, at 3 percent interest, for 40 years to purchase family-type farms; operating loans up to $2,500, at 5 percent for 1 to 5 years, and expert guidance in modern farm and home management, to enable veterans to buy and maintain equipment, market their produce, use their land, budget, and keep accounts."

Lists of selected farm localities where farm purchase opportunities exist are available in regional FSA offices.

UNSOUND PROPOSAL

DURING A RECENT talk, General Bradley of the Veterans Administration said it had been suggested that the VA help out in the crowded college problem by establishing veterans universities of its own.

"This suggestion," he asserted, "is an impossible one, ignoring as it does not only the dangers that would exist in so unsound a development, but also flaunting the needs and desires of veterans themselves. Veteran students prefer their schooling within the existing framework of our educational system regardless of changes to accept enlarged enrollments. Only in this way can centers of learning maintain the free traditions that have come down through the years."

Most recent estimates are that 750,000 veterans will seek enrollment in our colleges next fall. This, General Bradley said, "is the surest index to their determination to equip themselves to make the best possible contribution to the growth and progress of America."

While the burden on the colleges is tremendous, the VA Director said they would find the way to meet the challenge.

VETERANS MAILBAG

QUESTIONS CONCERNING veterans' life insurance have brought 46,000,000 pieces of mail to the Veterans Administration during 1945. And this number, Harold W. Breining, Assistant Veterans Administrator for Insurance, says will increase each month for some time to come.

In the 5 years that National Service Life Insurance has been in effect, the VA said, more than 18 million insurance contracts have been issued, totaling more than 144 billion dollars of life insurance protection.

HOSPITAL EXPANSION CREATES JOBS

THE 448-million-dollar hospital construction program will require 70,000 man-years of on-the-job labor by building tradesmen. This estimate was announced by L. H. Tripp, Director of Veterans Administration Construction Service, in describing what is to be the "largest hospital construction program in the history of the world." VA hospital construction during the past 27 years totaled $270,000,000 compared with the $448,000,000 which will be spent in the next 4 years. The project will provide employment for thousands of workmen and medical care for thousands of disabled veterans.

To help speed, modernize, and streamline the planning phase of the construction, three outstanding hospital architects have been appointed. The new hospital program will bring a revised concept in the styles for VA hospitals—of building vertically wherever possible instead of constructing sprawling buildings covering considerable acreage. In crowded cities, where land values are high, hospitals will be erected in the form of skyscrapers. This will conserve land space and reduce the number of personnel required per hospital. It is planned to build hospitals, wherever possible, close to medical schools and centers, where doctors and other professional people can be brought into part-time association with VA's program for giving veterans a medical service second to none. Under the program, 3 hospitals are already under construction, 47 have been authorized, and appropriations for 30 more are pending.

IN COLUMBUS, IN CINCINNATI, AND IN AKRON, TOO

The Story of an Employer Institute

. . *By* E. S. BENEDICT
Chief Industrial Services, Ohio

AN INDUSTRIAL SERVICES institute, conducted by the Ohio State office of the United States Employment Service for employers in Columbus, Ohio, was so successful that similar institutes are being planned for Cincinnati, Akron, Youngstown, Springfield, Toledo, and Mansfield. Columbus, too, will probably hold a second institute. Employers who attended the Columbus institute were, without exception, enthusiastic about the training received. Several wrote letters to the State office, asking for additional sessions.

Columbus was selected as the first city for these meetings, not only because the State office is located there, but because Columbus industries were fairly representative of the State's industry as a whole and thus should be a fair proving ground.

Begin with Appreciation Sessions

As a preparation for this introduction, State staff heads and interested Columbus area and local office staff members met. At that time a full explanation of the conduct, scope, and purpose of the industrial services program was given and arrangements were made for designated Columbus local office personnel, including employer services representatives, to contact top management of Columbus industries. Before the institute itself was held, two appreciation sessions of 1½ hours each were staged. The original plans called for representatives of 15 firms for each of these appreciation sessions but it is interesting to note that, of the first 41 firms contacted, all indicated a desire to participate.

At these appreciation sessions the philosophy of the industrial services program was presented and there was a brief discussion of each of the subjects which were to be placed on the agenda for the institute proper. Each employer at the appreciation sessions was given an institute agenda and requested to notify the local office as to names of individuals who would attend each course of the institute.

The institute was opened by John L. Craig, State USES director.

The courses were arranged on the plan of college courses with various subjects presented concurrently in separate rooms, thus permitting the employer to select those courses to which he desired to delegate employee attendance.

Courses were offered in the following: Philosophy of the industrial services program; job analysis, requisition technique, specifications, job families; testing: Proficiency and aptitude; interviewing: Aids and job descriptions; selective placement of the handicapped, including physical demands analysis and physical capacities report; personnel and job inventory; dictionary, Parts I, II, and IV.

A total of 48 individuals attended the institute. The companies represented a cross-section of Columbus industries. Moreover, they were companies which employed a total of more than 15,000 workers, or more than 80 percent of the employment in the community included in ES–270 reports. Personnel specialists, employment managers, and in some cases, personnel technicians in charge of specific personnel problems attended the institute.[1]

For the first Columbus institute 24 hours were allotted. It was found that this was not quite enough time and, as a result, the next institute staged there will be planned for 35 hours, perhaps using 10 half-day sessions. For example, at the initial institute 4 hours were spent on Occupational Analysis. It was the general feeling that 3 days could have been spent on that subject alone.

Further service to employers is being given by Ohio in plant studies to determine the type of personnel service needed and development of a written outline to cover such needs. This may go so far as to include detailed outlines for the establishment of a personnel department with suggested forms especially developed for the particular plant. In most instances, however, only single phases such as merit rating plans, selection practices, training, etc., are covered. Such a service is particularly valuable to small firms which do not have well-developed personnel departments or policies.

With the increasing number of returning veterans, it was found that many small employers lack adequate plans to properly integrate such returning personnel. After considerable study of existing plans as developed by 30 of the Nation's leading firms, a brochure entitled THE VETERAN COMES BACK was prepared by Ohio in which various problems in handling the returning veteran were pointed out and brief suggestions given as to their solution. Approximately 2,500 copies of this brochure are being distributed to interested employers through Veterans Employment Representatives and through meetings with various personnel associations. Employers are grateful for this service and the Industrial Services Section has received much commendation for preparing the brochure and making it available.

Early Raider

THE APRIL 1 tidal wave disaster destroyed the local USES office at Hilo, Hawaii. Fortunately the storm struck before anyone had shown up for work.

U. S. GOVERNMENT PRINTING OFFICE: 1946

A COMPARISON OF THE OCCUPATIONAL ADJUSMENT OF VETERANS AND NONVETERANS. *A research study conducted by Normal Alexandroff, President of Columbia College, Chicago 5, Ill. Edited by Daniel D. Howard.*

TO DETERMINE how the veteran is adjusting to the postwar world, Norman Alexandroff, president of Columbia College, has initiated studies on the veteran's performance as a student in college and, more recently, how he is adjusting to the world of commerce and industry.

This eight-page pamphlet is a report on the second of these questions. A previous study demonstrated that as a student in college the veteran was performing better than the nonveteran, and as well as, or better, than the prewar male student of comparable age. The second study demonstrated that the veteran is, as a whole, as well adjusted or better adjusted than the nonveteran.

"This," the author says, "is rather startling evidence since so many ominous predictions were made concerning the veteran's probable emotional maladjustment."

How did the investigators make this study? They first constructed a questionnaire, listing these traits: steadiness; reliability; quality of work; quantity of work; attitude toward other employees, toward supervisors, toward management; initiative; neatness; personal habits.

Personnel directors and foremen were asked to indicate whether the veteran was "as good," "better," or "not as good" as the nonveteran with respect to the traits listed. This questionnaire went to 175 organizations employing more than 250,000 workers, of whom 9,354 were veterans. The employers who agreed to participate were selected as representing a fairly good sampling of industries in terms of size, type of production, and geographical location. The firms represented ranged in size from 70 to 13,000 workers.

The results of the study are presented in a series of eight tables. The data, the author says, are significant because they reflect the opinion of men who do the hiring and of foremen who do the supervising—persons whose point of view is of the utmost importance to the millions of veterans seeking employment.

The study brings to the fore the probability that in the long run the emotionally disturbed civilian may be the real problem of society. The author says:

"It is possible (in fact it seems probable) that maladjustment has come more to those never in the service than to those who were in the service. Certainly there were sufficient impacts in army life to produce an emotional disturbance. But what of the nonveteran whose physical life was actually improved under wartime circumstances? . . . The longer the war lasted the safer his job was, the greater his savings and comforts. . . . But his entire conditioning . . . taught him to abhor war. Many of the men dear to him were suffering because of war. So he hoped for the end of the war, but at the same time he felt that the end of the war would terminate his security and reduce his standard of living. These ambivalent feelings, these mental conflicts, must have provoked, in many instances, an intense sense of moral guilt—guilt which the fighting man, not profiting from war, did not have. It is a truism among psychiatrists that such mental conflicts, and the sense of moral guilt which they involve, are chiefly responsible for the emotional disturbances and personality aberrations so frequently found in adults."

The author is therefore constrained to ask, "Will the civilian, torn by guilt feelings and disturbed by their emotional consequences, have the psychological stamina to withstand the strain of postwar problems? Contrary to popular opinion, will he, rather than the veteran, be the real social and emotional problem of society?"—MFW.

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